

THE DEVELOPMENT OF BOTH ORTHODOX PLANNING THEORIES AND RADICAL CRITIQUE PLANNING THEORIES AND THE POSSIBILITY OF THEIR RAPPROACHMENT

Oleh : Ir. Gunung Radjiman^{)}*

1. Introduction

Within urban and regional planning, 'Planning theory' emerged as an identifiable area in the late 1960's. Theorists stand behind this thought interest in about how plans are and how they should be made. Then the type of theory developed is now referred to as 'procedural planning theory'. But in the last decade there is a shift from planning as a technical preoccupation to planning as a form of social behaviour, or social advocacy. This shift has been reflected in planning theory. The massive changes in urban and regional planning, has become increasingly necessary to link the process of planning to its substance, to link theories of how decisions are made to why and whether they should or should not be made. Then the type of theory developed later, is now pertinent to as 'substantive planning theory' (Batty, 1983). It is understandable then, critique and counter critique has been occurred in the development of planning theories. Within the light of planning theory debate, there has also been an increasing interest in, what practitioners want, bringing the substantive focus of planning back to the beginning. And as theory and practice desperately need each other, a bridge between the two must be built, it is emerged a need to develop the nature of the theory-practice link in planning world (Breheny, 1983).

Realising the danger of 'chasm' between theory and practice, as Breheny restated the work of Kierman, and considering the need for rationalising and clarifying the planning function in social organizations of pluralistic societies, it is necessary to urge the need for integrating procedural and substantive elements of planning theory in ways that reflect the multiplicity of process-object linkages of current planning practice through planning for diversity. (Galloway & Mahayni, 1977).

2. The Importance of Critiques

Indeed, Radical critique in current planning theory debate has opened up new theoretical orientation. In order to improve what has been argued, there is challenge to explore new orientation. The diversity and turbulence in planning thought is not new to the profession. Planners are becoming increasingly aware of the pluralistic nature of values and of their pluralistic composition as a group of professionals. (Galloway & Mahayni, 1977). Planners both theorists and practitioners, should have a tradition of critical self awareness in order to perform the raising credibility of the profession (Breheny, 1983). In addition to self awareness, there is a belief that no concept is final : concepts are created and recreated. Naslas (1979) claimed that : "a rational and coherent system of planning, should be the creation of concepts which being unity and meaning to the understanding of our physical and social environment. It is appropriate to consider town planning not only as a rational and coherent system but also as an open system. Only open plans can be radically created a new urban life". This created and recreated thinking is becoming a challenge to profession to explore radical critiques. Currently, then it has been developed a critical theory. Forester (1980) suggested that critical theory gives planners a new way of understanding action as attention shapping. He added then, critical theory will help planners in anticipating and correcting for (a) undeserved resentment and mistrust of them, (b) obstacles to effective design review and democratic planning process, and (c) unintentionally counter productive technical planning practice. Furthermore, Kemp in Healey et al (1982) introduced the critical approach, the analytical approach and the normative approach, in order to apply critical theory is the study of urban and regional planning, and thereby critical planning theory seeks to understand the relations of political and economic power which constitute, and are constituted in the planning process. The development of critical planning theory follows the 'dialectic triad' : thesis, an-

^{*)}Anggota staf pengajar Jurusan Teknik Arsitek FT UGM.

tithe-sis and synthesis, by which it has been produced the richness of classification of planning theories. (Mc Connell, 1981 and Cooke, 1983).

But, a hammer can be used to drive a nail or to hit somebody's head as Batty said in his social power in plan generation'. So this richness of planning theories should be brought into operation to narrow the gap between theory and practice and between theorists and practitioners. In pluralistic society, there are conflict and consensus. What so ever critiques and conflicts emerged, they will come to an agreement and consensus then go together in building of social justice and social welfare. Planning is for the people not for buildings.

3. The Pluralistic of Planning Theory

In the course of planning theory development, there are two problems encountered, in relation to the 'planning' and to the 'theory'. The views to 'planning' and to 'theory' are depend on who and to whom he or she stands for. Then it has been know that there are many schoold of thought of planning theory. To classify these streams of planning theory, Mc Connell (1981) summarised them into three interconnected kinds of planning theory. This classification consists of : theory *in*, theory *of* and theory *for* planning, and each kind can be explanatory or normative. *The substantive theories used in planning* are derived from many disciplines, concerning phenomena with which planners deal as well as are concerned with making plans, proposals or stratigies. *The procedural theories of planning*, in which the processes and operations of planning are analysed and explained, — will — normatively and prescriptively offer theories for the improvement of these processes and operations. Whilst the third, *the social theories for planning* can explain why society and planning as they are and how they should be in future. The latest is related to political and moral theory. (Mc. Connell, 1981). Within this pluralistic situation, Mc. Connell suggested that if plannings are to be perceived to be necessary, they have to be prescribed, as well as to be regulated and to be controled in accordance with a plan.

To go into deeper in the situation of theoretical pluralism. Healey et al (1983) provided a set of theories development, aiming to guide planning theorists for creating and sustaining critical com-

munication between those who do not necessarily agree about theory but recognise they are working in the same field. This set of theories, covers a range of styles or paradigms from procedural to critical planning theories, there are seven different styles, which are having a switch in order between big theory and specific case studies. The lack of middle-range theory, indeed, Healey et all's contribution displayed another illustration of difficulty of turning theory into practice. (Batty, 1983).

Concerning this contribution, we have to be aware of due to Healey et all's argument that, theory should not only be explanatory, but should be predictive and prestriptive. This argument seems to be contradicted with their — other — argument related to govenment intervention, which appears to be concerned solely with an explanatory theory (Breheny, 1983). In addition to that, Breheny (1983) remained us that a proposal of reade seems to cut across explanation and description, and this tends to provide a confusion in the matter. Whatever the case of this contribution, any way it provides a useful framework for us : in finding the boundaries of theory, in searching the criteria for constructing theory within the planning field, in establishing communication between the plurality of positions, as well as in studying the relationship between theory and practice. (Healey, et al, 1983).

From another stand point, cooke in his 'Theories of planning & spatial Development' (1983) provides a contribution with an analysis and critique of four important theories of knowledge ranging from positivism to the realist philosophy of science. Those are positivism, idealism, rationalism and realism. In the situation of theory pluralism, this contribution supported with its theory-approaches and its explanation on implications for planning policy, as well as its connection to interrelated ness between the social relations of production, civil society, the state, the planning system and the spatial development process, provides a useful framework for practitioners to developpe theories into practices. Since it relates to the spatial development processes, it seems to bring the planning mode back to the beginning, back to the roots in the statutory control function, as Breheny argued. (Breheny, 1983).

From the subject matter of landuse planning and social science, Kirk, G (1950) spoke about various different theoretical approach es which have a bearing on

landuse planning issues, and purported that four perspectives have been emerged. Those are the pluralist approach, a bureaucratic approach, a reformist view and the structuralist approach of the Marxist tradition. All four theoretical Approaches on concerned directly or indirectly with the distribution of power in society, and the mechanisms for effecting possible changes in existing power relationship. Again, in the light of theoretical pluralism situation, this contribution provides a practical guide to the effort of bridging the gap between theory and practice.

4. The Development of Orthodox Analysis

The result of criticism has been to greatly improve the intellectual input to and demands from planning education and, hopefully, practice. The procedural planning theory (theory of planning) has been criticised due to its inadequacy. Paris (1982) in his conclusion claimed that the main problems of the procedural planning theory is that it cannot reconcile technical dimensions of decision making with the forces which shape and reshape the social world. In making critical self-awareness then this stream of planning thought has produced a bulk of materials, namely 'planning theory', 'A Reader in Planning theory', as well as 'Essays on Planning theory and Education'. These should give evidence of a continuing interest in stream of procedural planning theory.

Although, there is a set of problems of a procedural theory of planning, as Cross and Bristow (1983) stated, which covers : — the paradoxicality in the purpose of planning. — the relationship of the substantive focus to the planning activity, and the attempts to produce a general procedural theory : it has been explored within its research avenue, the new derivation of its stream of thinking. The development of procedural planning theory provides three new theoretical orientation, namely : 'Implementation and policy' since procedural planning theory is too concerned with policy design, so the focus should be on policy in action, 'Social Planning and Advocacy Planning' since procedural planning theory should be oriented to social welfare goals, and 'Incrumentalism' since procedural planning theory is over ambitions, idealist and it won't work. (Healey et al, 1982). Faludi himself then developed three paradigms of planning theory after analysing the problems of planning theory

in the nineteen-eighties. Be characterised by the way they conceive of planning, Then they are called : 'the object centred view of planning' 'the control-centred view of planning', and 'the decision-centred view of planning' (Faludi in Healey et al, 1982). Before doing this, Faludi has perseeded other planners to undertake comparative planning research with three reasons behind his persuasion, those are : to advance planning theory, to improve practice and to bring about a'unification of the field of planning'. (Faludi & Hamnet, 1975). Recently Faludi studied the implications of critical rationalism for planning and planning methodology, by formulating a Popperian approach to decision making in planning with a view to throwing light on an old planning problem, the meaning of rationality. (Faludi, 1983).

5. The Development of Radical Critique of Planning Theory

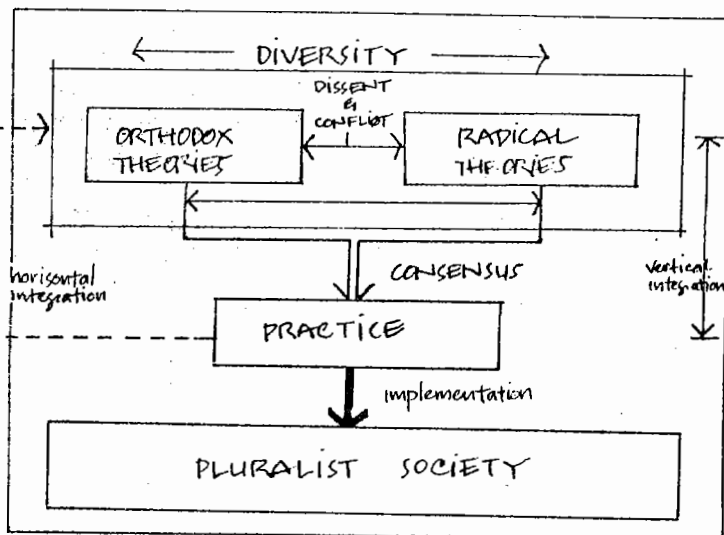
To add the richness of pluralism of planning theory thornley (1979) introduced 'Consensus theory' and 'Conflict theory' as branches of social theory' based upon on his views to conservative, liberal and radical theories persuaded by Harvey, Taylor, Walton and Young. Consensus theory sees society as a system of action unified at the most general level by shared culture, agreement on values and political organisation. Whilst, conflict theory sees a change and a dissent in society. Dissent or conflict is seen as a necessary condition for social change and this is located within the social structure. (Thornley 1979).

Opposing to prosedural planning theory, radical theorists then developed three new orientations namely: 'Pragmatism' since all theoriezing get us nowhere, so we must concentrate on doing real and practical things; 'The New Humanism' since planning is mechanistic and unresponsive, planning should encourage a new consensus based on interpersonal relations; and 'Political Economy' since planning is the product of specific economic and social relations. (Healy, et al, 1982).

By setting up a planning framework Cooke (1983) identified distinctive assumptions that are found in traditional planning thought. Within his planning Framework, it can be presented two assumptions underlying nature of theoritical modes. These consist

of the atomistic framework and the unitary framework. The first departs from individualistic approaches, using behaviouralist analysis, having voluntarism scope of action, acts within decentralisation organisational form and takes a naturalistic form of planning practice assumptions. Whilst the second starts from institutionalist approaches, using systems analysis, having determinist scope of action, acts within centralisation organisational form and takes a socialized form of planning practice assumptions. These constitute the principal distinctive device which clarifies the nature of important distinctions in planning theory. By developing this device then Cooke introduced a set of marginalist theories of planning. For the purpose of applying concept has been developed to many of the more radical urban and regional development theories it is necessary for him to connect social and spatial forces and structures. Finally, he promoted core periphery theories, unequal exchange theories and capital logic theories which stand as medium scale of planning theories, bridging the regional planning theories and urban planning theories. (Cooke, 1983).

6. Rapprochement Between The Two Streams of Planning Theory



- Within the pluralistic democratic society, there are agreements among citizen and whoever, involved in the planning activity, to have conflict & consensus mechanism, as Thornley said (1979).

- By developing diversity in planning theories it has been achieved a richness in thinking.
- There is a need to demonstrate a horizontal integration between all planning theories have been developed, in order to clarify and rationalise the planning function in practice, as Gallaway and Mahayni (1977) suggested.
- There is a need to narrow the gap between theory and practice, as claimed by Breheny (1983). For this vertical integration, for the purpose of practical implications for planning, it is worth to create a polishing practice as the recencelation of scientists and practitioners. (Yewlett, 1981).
- In smoothing this vertical integration. Bolan (1950) suggested a schematic framework for theoretising of practices and developed seven Key points in attempting to synthesis of theory and practice, for the development of professional disciplines and training for professionals.

So, for the sake of implementation of planning, it is necessary to develop a Rapprochement between planning theories development. This does not mean that planning theories have to mix each other. They, of course, still can stand side - by - side to develop the 'dialectic triads'. As Hemmens (1980) introduced the work of Bolan (1980), he said that if the professional can be seen as a *moral agent-not* a purely instrumental problem-solver, then the activity of planning is centrally concerned with the task of achieving agreement on right ends. (see : Appendix 1, p. 16).

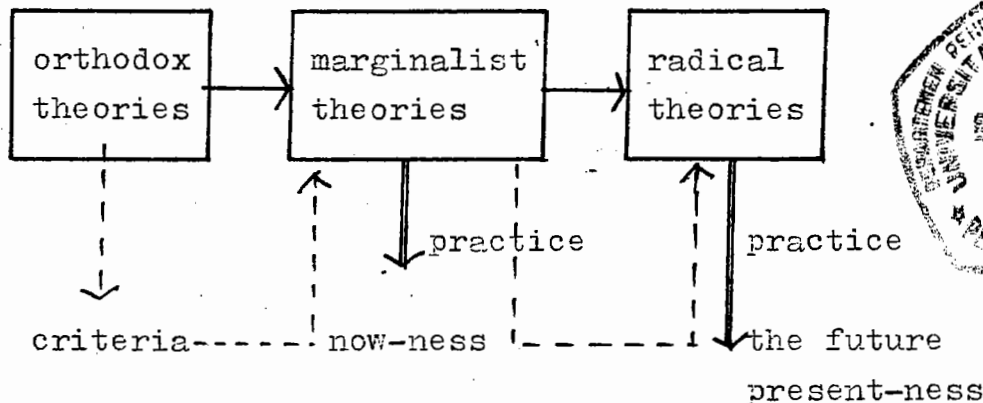
7. Promising Lines for Theorists in The Future

What seems to be the most promising lines of investigation for theorists of the processes underlying urban and regional development in the future ? To answer this question I intend to bring back the discussion & relate to my diagram under rapprochement point of view. To be within the theoretical pluralism situation, theorists may held two professional attitudes as King (1980) suggested : relatedness' and 'presentness' or 'now-ness'. By relatedness, King suggested that planners or theorists aswell conduct the contact principles thus : "that planners'/theorists' understanding should enable them to operate within the community and not above or apart from it". By present-ness, he suggested that planners/theorists in practicing of decision-making would not be artificially

separated from the intuitive feelings of related ness. So : "planners have to alknowledge that at any particular time there are different emphases of understanding, different views of the world. The one we very much need is the shift from techniques/analysis to creative imagination, from hard to soft". Naslas (1979) supported this creative imagination, and Galloway & Mahayni (1977) gave their opinion on the

process of paradigm-change and development.

In terms of, substantive matters of investigation of the process underlying urban and regional development, cooke (1983) pioneered the work of paradigm-shift/change by introducing the integratedness of theoritical pluralism :



Theorists (with whatever theory stream he/she follows) can develop this integrated ness. (as Galloway & Mahayni persuaded) in another way then bring them to the practical ground of urban & regional development. There are still many ways that theorists can do in this horizontal integrated ness.

In terms of vertical-integrated ness as Yewlett (1981), and Breheny (1983) persuaded to bridge the gap between theory and practice, theorists can challenge the idea of "the practitioner as theorist" as Bolan introduced. Bolan's idea (1980) fulfits two professional-attitude principles of King (1980). Bolan (1980) claimed that : "professional practice uniquely links scholarly disciplines to action; epistemology to ethics and commitment. But this practice cannot be divorced form its ontological origins and cannot overlook its interventions at the level of phenomena". This is the challenge of theorists to investigate the possibility opened.

It is needed to investigate planning problems for introducing medium style of theories, as Batty (1983) hoped. There are lots of big theories and small scale/case studies style of paradigm. For the purpose of fulfilling this gap scott & Roweis (1977) showed the thingking on contemporary urbanisation processes within the capitalist mode of production and relation

of urban policy & political practice, in relation to theory and practice. From other point of trews theorists can be challenged to develop practical medium style of theories. Furthermose, Roweis (1983) has opened up the basic relationships between polities, professionalism, and the process of land occupancy in relation to the precanditions for, and prospect of, developing a relevant and useful planning theory. He suggested that urban planning can be a professional mediation of territorial politics. I suppose, this is a new challenge as well to theorists in order to investigate the processes and assumptions underlying urban and regional development.

8. Conclusion

To conclude the understanding on theoretical pluralism in the context of theory-practice relation-ship, it is worth to bear in mind of these :

- There are options are opened for us to follow plan-ning theory stream.
- It is important to planners/theorists of having a tradition of critical self awarress for performing credibility of the profession.
- By developing of each style of theories, there will be a Richness of pluralistic theories.

- Rapprochement of theories development can be achieved by practicing the conflict-consensus mechanism.
- Lots of challenges for theorists to proceed their investigations on the processes underlying urban and regional development, in terms of bridging the gap theory-practice (vertical integrated ness), bridging the diversity of theories (horizontal integrated ness), developing medium style of paradigms and the implication of those in the practicalities.
- We have to develop the professional attitude principles to our own for our professional episode.

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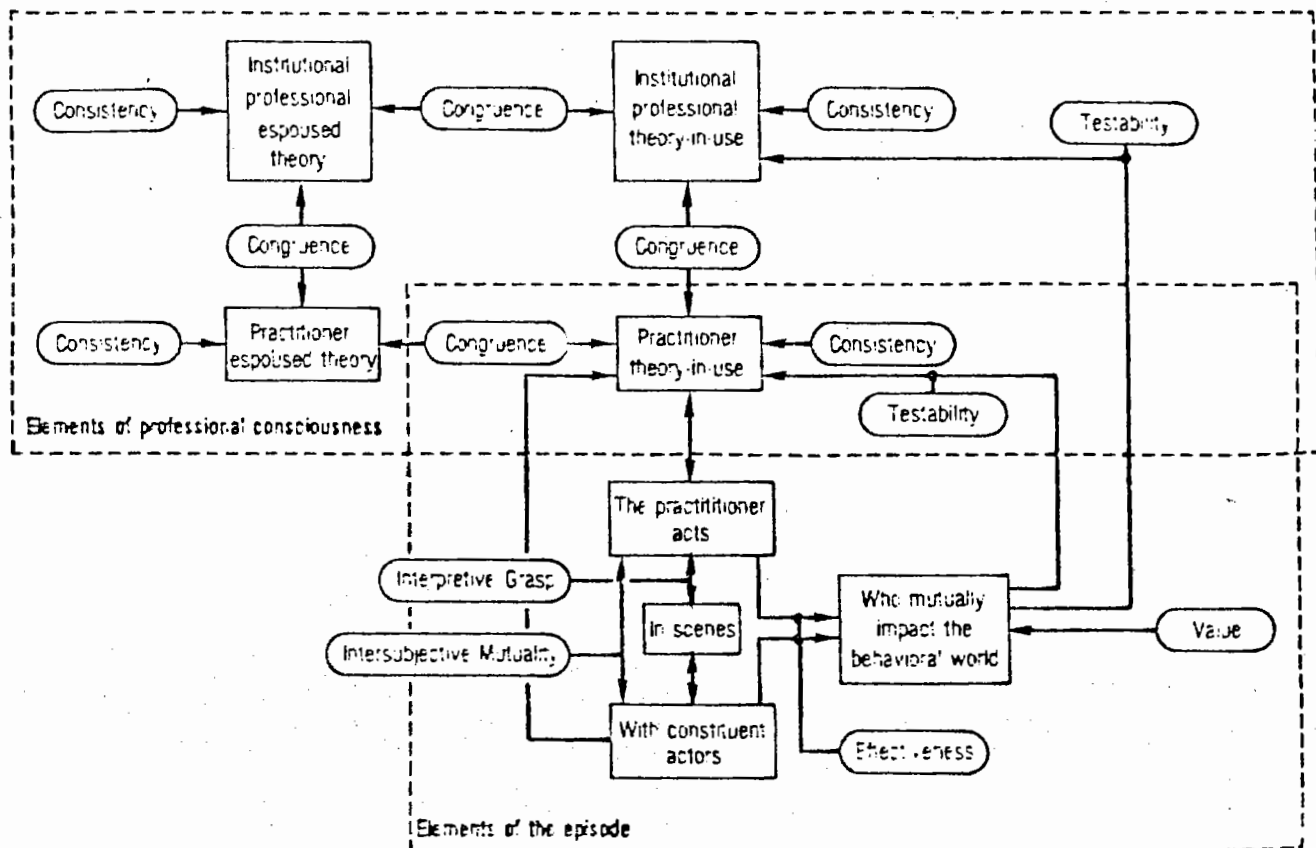


Figure 1. The practitioner in action: the dynamics of the professional episode

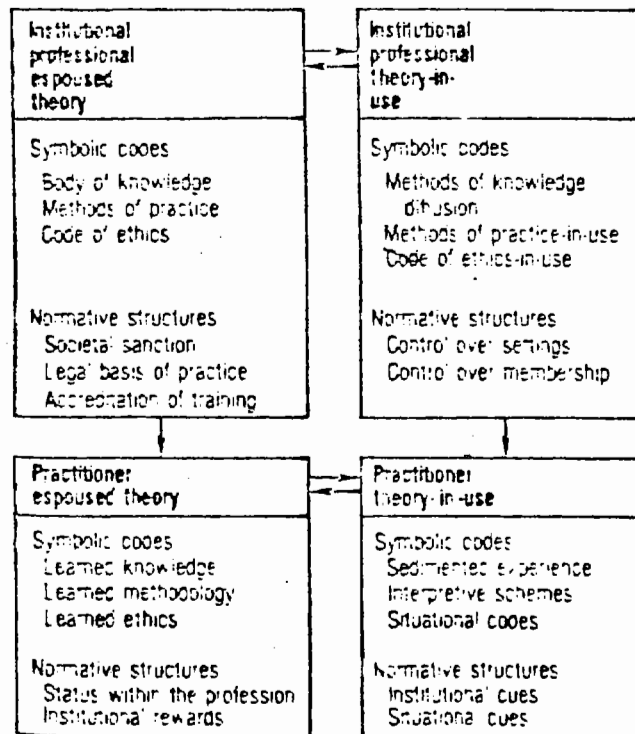


Figure 2. Elements of professional theory: dynamics between institutional and practitioner theory

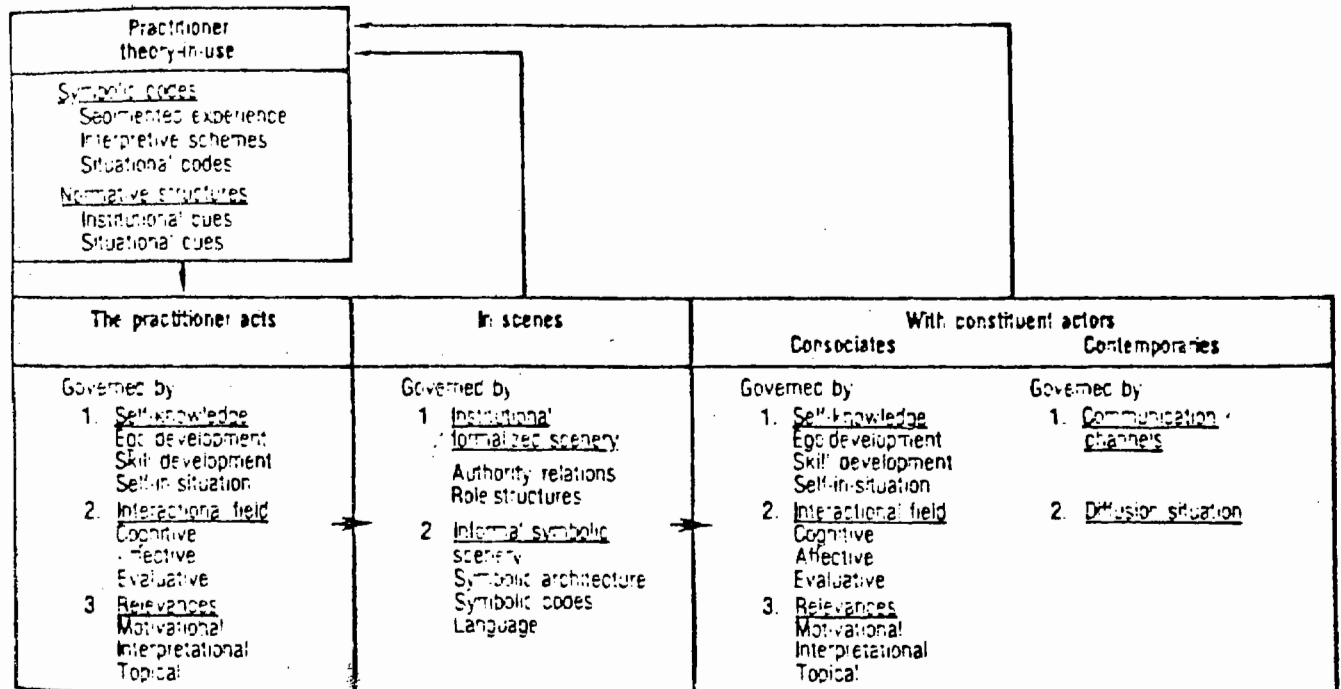


Figure 3. Elements of the professional episode

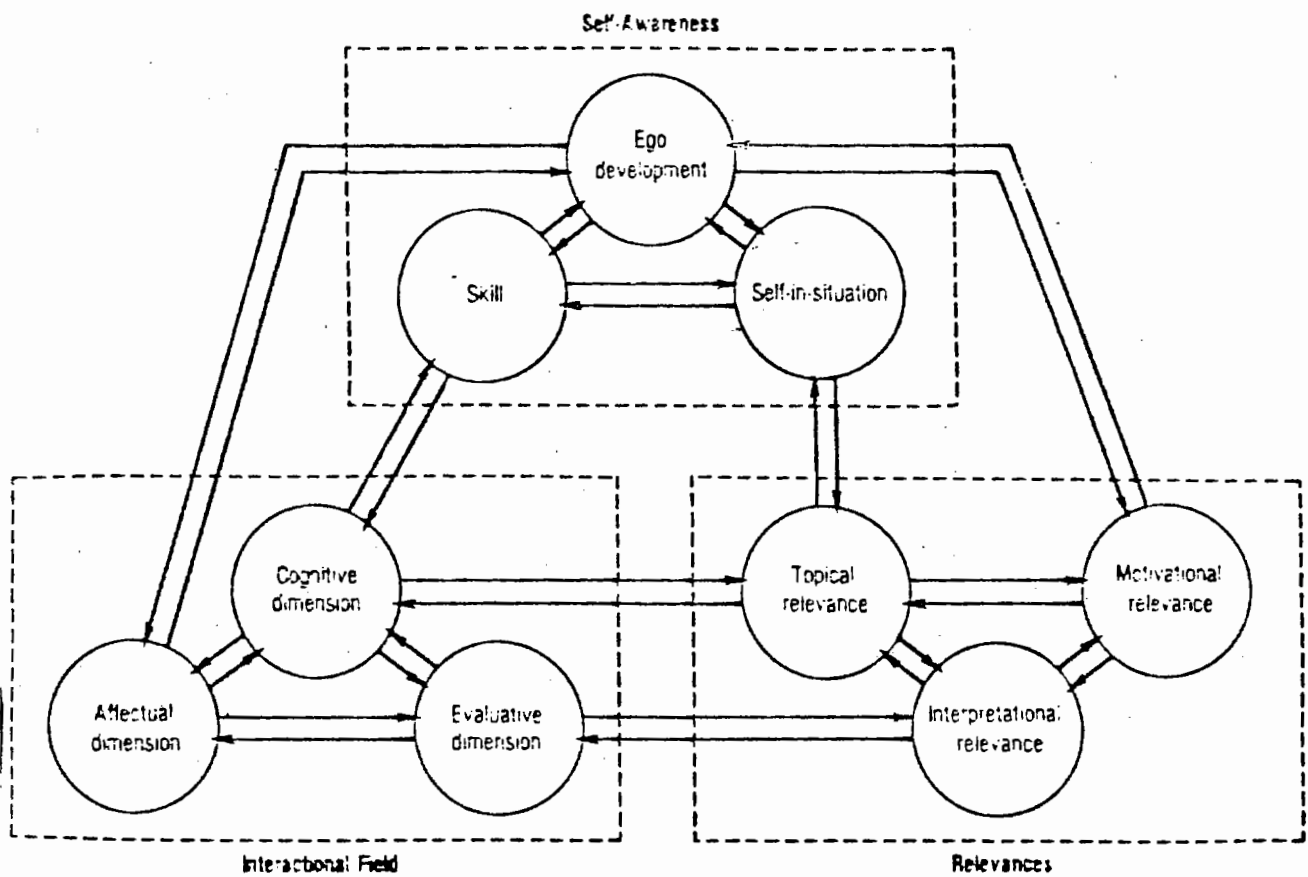


Figure 4. Dynamics of the practitioner personality in the professional episode